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ABSTRACT

This report proposes 2 major governance options and 19 programmatic recommendations, partially directed at expanding the role of community-based organizations in improving the quality of vocational-technical education at the Madison Park/Humphrey Center in Boston. The report is based on a study that assessed and presented the views of Black and Latino community-based organizations and interests regarding the future direction and governance of the Madison Park/Humphrey Center. Data were gathered through workshops and meetings of parents, teachers, and community and business representatives set up by an advisory committee. The two governance recommendations, aimed at establishing accountability for results in vocational-technical education, are that an independent vocational-technical education school district be established in Boston through a Home Rule petition and that a strong form of school-based management be established for the Madison Park/Humphrey Center. The 19 programmatic recommendations revolve around basic skills acquisition. professional development of educators, educational articulation and cooperation, technology education, a preengineering program, part-time and evening programs, an equal opportunity employment office, a humanities module, student/teacher visits to worksites, curriculum evaluation, and grantsmanship. The appendices include a list of study participants as well as statements on 12 perceived weaknesses of vocational technical education at the Center. (KC)

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VOCATIONAL TECHNICAL EDUCATION IN BOSTON: TOWARDS ACCOUNTABILITY, PRIORITIZATION, AND DECENTRALIZATION

A Report Submitted to the
Massachusetts Department of Education
Division of Occupational Education
Quincy, Massachusetts

U.S. DEPARTMENT OF EDUCATION
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Special thanks are due to Saundra Graham, Loretta Roach, Frank Llamas, and Therese Alston for their support to the project, as well as for their continuing and steadfast commitment to excellence and access in vocational technical education. Individually, and collectively, the Massachusetts Black Legislative Caucus was very helpful in participating and molding many of the discussions sponsored by the Project.

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Introduction

This report proposes two major governance options, and several programmatic recommendations, partially directed at expanding the role of community based organizations in improving the quality of vocational technical education at the Madison Park/Humphrey Center in Boston, Massachusetts; it is based on a project funded by the Massachusetts Board of Education during 1989 and 1990. As a result of a previous report submitted to the Associate Commissioner for Occupational Education and the Massachusetts Board of Education, "Vocational Education and the Future of Young Minority Citizens" by James Jennings and William Joseph Moore, the present study focusing on vocational technical education in Boston was commissioned.

An objective of this study was to assess and present the general views and perceptions of Black and Latino community-based organizations and interests regarding the future direction and governance of the Madison Park/Humphrey Center. The results of a formal evaluation and review of the Madison Park/Humphrey Center, as well as criticism from various interests such as community based organizations, elected officials, labor representatives, educators, parents, and business leaders in Boston about the status of vocational

technical education pointed to the need to document the perceptions of community based organizations servicing Black and Latino clients.

It must be emphasized that the problems and concerns outlined in this report should not obscure weaknesses in the "non-vocational" sector of public schooling in Boston. The reader should not assume, due to the fact that the focus of this report is on vocational technical education, that traditional public schooling is "working" or "effective" in Boston. Drop out rates for Blacks and Latinos remain too high and are totally unacceptable; scores on standardized tests, such as the Metropolitan Achievement Tests indicate that student achievement is low. Students in Boston are generally under average in some grade levels in reading and mathematics compared to students in other cities. Bilingual education is far from adequate for the growing numbers of Latino, Haitian, and Asian-descent students; and according to a recent study conducted by the Massachusetts Advocacy Center (1990), the public schools are characterized by a tracking system that dampens equal educational opportunities for all students. While the focus of this report is on vocational technical education at the Madison Park/Humphrey Center, the leadership of Boston must also continue to attempt to improve and strengthen non-vocational public schooling.

Specifically, this report

a) recommends two governance options for the Madison Park/Humphrey Center that the Massachusetts Board of Education should consider in order to begin the process of enhancing the quality of vocational technical education in Boston, and

b) outlines 19 programmatic recommendations for the improvement of vocational technical education at the Madison Park/Humphrey Center.

The Project utilized an Advisory Committee to help plan the meetings and forums. One major goal of composing the Advisory Committee was to offer community-based organizations and interests a platform by which to address issues related to vocational technical education in Boston. This requirement, along with State Department of Education regulations, guided the planners regarding the particular composition of the Advisory Committee. A list of the members of the Advisory Committee for this Project is provided in Appendix A. The project represented a platform for community-based organizations to explore related issues and mold opinions regarding policy directions for the Madison Park/Humphrey Center based on perceived problems with this high school.

The Advisory Committee helped to plan the activities for the project and raise the issues and concerns that should be addressed in the various forums. Besides formal meetings of the Advisory Commitee, there were several workshops, interviews and meetings held by the project team with others

interested in vocational technical education. Many individuals and organizations participated in the activities of the Project. A list of these participants is provided in Appendix B.

The general purpose of these forums and interviews was to assess the problems that seem to characterize the delivery of vocational technical education at the Madison Park/Humphrey Center from the perspective of grassroots organizations, and to explore how governance might be utilized as a policy tool to resolve some of the perceived weaknesses. Administrators and teachers at the Madison Park/ Humphrey Center, as well as parents, students, and representatives of community-based organizations in Roxbury, Dorchester, and Mattapan complained continually about persistent problems besetting the operation of this school. The project did not seek to evaluate or assess qualitatively the problem areas cited in the workshops and interviews. It is important to note two points, however; the first is that these problems were mentioned extensively by the participants, including parents, educators, business representatives, community agency leaders and personnel, civic and elected officials. Many of the negative criticisms have been reported in the media. See Appendix E for an index of critical articles appearing in the Boston Globe between 1980 and 1989.

The second point is that there have been several other

studies of some of the problem areas reported here. As a result of continuing problems with Chapter 74 vocational technical programs the State Board of Education placed the Madison Park/Humphrey Center on probation after a review of its curriculum and facilities in 1989. A follow up study in June 1990 by the State Department of Education reported some progress but concluded that "The probationary status for the entire vocational-technical education system in Boston cannot be removed until the distinctive management and curriculum implementation issues are addressed." The problems cited by a range of community based organizations are not new for vocational technical education in Boston. These problems have been documented in numerous reports and studies, including the following:

--State Department of Education, Evaluation of Chapter 74 Vocational Education Programs in Boston, Februray 1989

--State Department of Education, Boston Follow-up Evaluation Report on Vocational Technical Programs, June 1990

--"Boston Education Plan; Vocational /Occupational /Career Education" (Revision II, December 1988);

--Report of the Building Opportunity Project, (Februrary 25, 1988)

--Report of the Boston Employment Commission, (January 1988)

--Report of the The Social Policy Research Group, (January 10, 1990)

--Policy Paper on Vocational Education, Mayor's Education Advisor and Policy Office, October 1989

The findings of these earlier reports were echoed in the

various meetings, workshops and interviews conducted under the auspices of the project. A list of these specific concerns are provided in Appendix C.

This report presents two broad governance recommendations that the Massachusetts Board of Education, Boston School Committee, Boston City Council, and the Mayor of this city should consider for formal support. There are several broad advantages that a new governance structure for the Madison Park/Humphrey Center could provide for students and adults that is not now consistently available; this includes:

THE STUDENTS

GREATER LEVEL OF **PRIORITY**

SYSTEM OF DIRECT **ACCOUNTABILITY**

DECENTRALIZATION OF DECISION--MAKING

GREATER **PARTNERSHIPS** WITH COMMUNITY INTERESTS

ATTENTION TO **IMAGE** OF VOCATIONAL TECHNICAL EDUCATION

GREATER AND MORE EFFECTIVE **RESPONSES** TO ECONOMIC CHANGES

DEVELOPMENT OF A **VISION** FOR VOCATIONAL TECHNICAL EDUCATION

There are also specific programmatic recommendations that should be part of any policy to change the governance structure of the Madison Park/Humphrey Center in Boston. These are discussed briefly after the governance options are presented below.

Governance Recommendations

One of the major policy problems with vocational technical education in Boston is the vagueness, or perhaps even absence of accountability. What is currently lacking in this city, in terms of improving vocational technical education, is educational, political, and policy accountability for decision-making and policy implementation in this area. There are many good and well-thought programmatic plans for improvement, yet no one body or group of officials, can be held directly accountable for decision-making or the lack of decision-making impacting on the quality of vocational technical education. If a problem arises it becomes quite easy to blame a range of interests; consequently, none of the interests involved need respond directly, immediately, and effectively to the general public. The authors of this report have witnessed and participated in <u>many</u> meetings where representatives of the Boston School Committee, the City Council, the School Department, unions, the Madison Park/Humphrey Center, the Mayor's office, the State Legislature, the business sector, and higher education all blame the other sector, for weaknesses of the vocational technical education system. The lack of political, educational, and policy accountability also explains the failure of interests in the system to follow through on

excellent programmatic suggestions. As written in the State Report of 1988: "Boston continues to demonstrate its ability to develop plans...However, Boston also continues to demonstrate its inability to follow through in a timely manner to implement plans when they are needed." This assessment was again repeated in another State Report for 1989: "It appears that the lengthy political process that recommended change must undergo in the present school system structure is ineffective in terms of implementation timelines...The time consuming process allows major problems to continue and fester until correction is often obsolete and/or in vain."

Several good ideas for improving vocational technical education at the Madison Park/Humphrey Center will continue to go nowhere, however, unless a mechanism for the consideration, adoption, and implementation of good ideas is established; such a mechanism must be accountable to the various interests that vocational technical education seeks to serve. This requires a change in the governance of the Madison Park/Humphrey Center. The call for a new governance system is consistent with the report of the Boston Employment Commission issued on January 24, 1989, and that of the Massachusetts Commission for Occupational Education, March 30, 1989.

The Madison Park/Humphrey Center is fettered with too much

centralization in decision making, too little prioritization within the Boston public school system, and no direct accountability to interests outside the purview of the Boston School Department. To address these problem areas the governance structure of the Madison Park/Humphrey Center must be reorganized. Once a new governance system is in place the many proposed innovations and responses to apparent weaknesses identified by those who are served by the vocational technical education system, can be addressed. The two governance recommendations proposed in this Report are aimed at creating a system of accountability, prioritizing vocational technical education, and decentralizing decision-making in order to enhance the quality of educational services offered at the Madison Park/Humphrey Center.

Governance Recommendation #1

The political and civic leadership of Boston should begin the process to establish an independent vocational technical education school district in Boston through a Home Rule Petition. The purpose of this Home Rule Petition would be to remove the leadership, management, and operation of the Madison Park/Humphrey Center completely from the jurisdiction of the Boston School Committee. This was one of the recommendations of the Massachusetts Commission for Occupational Education and the Boston Employment Commission in 1989.

The present system of governance should be replaced with an independent elected or appointed board of trustees, to serve not more than five years. This recommendation is not the preference of the authors of this report. It is offered for two reasons, however. We believe that since the question of governance and future directions for the Madison Park/Humphrey Center is such a critical issue, the citizens and their representatives should consider the advantages and disadvantages of more than one option. But more importantly, if those with direct and indirect responsibility for Boston's vocational technical education system cannot develop consensus for the preferred second option presented, then more aggressive response to the vocational technical education crisis in Boston must be considered.

Governance Recommendation #2

We prefer another kind of governance change; it basically represents a strong form of school based management for the Madison Park/Humphrey Center. This is consistent with recent decisions on the part of the Boston School Committee to expand school based management for public schools.

A nine member "Governing Board" should be appointed and empowered by the Boston School Committee, the Mayor, and other sectors such as community based organizations, business, and labor interests; the appointment of a Governing Board to direct and manage the Madison Park/Humphrey Center could be triggered by a majority vote on the part of the Boston School Committee; such a vote would be consistent with the move towards school based management. Such a vote would exhibit leadership on the part of the Boston School Committee, and a commitment to elevate the status of vocational technical education in Boston. But the State Board of Education could also direct the Commissioner to take action to guarantee that the weaknesses of vocational technical education in Boston, including its governance structure, are addressed fully and adequately. Leadership and action on the part of the Boston School Committee would preclude not only the latter response, but also the first governance option described above. Since vocational technical education is an issue that impacts on many

different aspects of the economic and social life of the city, the Boston City Council should also consider this report; a favorable City Council vote to support this report and its recommendations can be very important in generating momentum and political support to enhance the quality of vocational technical education in Boston.

This Governing Board would establish policies regarding the leadership, management, and operations of Madison Park/Humphrey Center. The Headmaster would report to the Director of Vocational Education as is the case with most other models throughout the Commonwealth. The Director of Vocational Education would be responsible and accountable to the Governing Board. This Governing Board would make decisions regarding the hiring, firing, and evaluation of the Headmaster, and the Director. The budget for the Madison Park/Humphrey Center would be allocated by the Boston School Committee but fiscal line items, as well as programmatic policies, would be <u>controlled and managed directly</u> by the Governing Board.

The composition of this Governing Board should include one member of the Boston School Committee, one member appointed by the Mayor, two members appointed by organizations like the Federation of Black Directors, one member appointed by an organization or consortium representing Latino interests like

the Council of Hispanic Agencies, one member representing the interests of labor and unions in the construction trades, one member appointed by the President of Roxbury Community College, one member representing the interests of the business sector and perhaps appointed by an organization like the Greater Boston Chamber of Commerce, and one member who is also a representative of the General Advisory Committee of the Madison Park/Humphrey Center. The membership of the Governing Board should include parents, community representatives, and be reflective racially and ethnically of the student body at Madison Park/Humphrey Center.

In that vocational technical education would still be a part of the public school system in Boston, the Boston School Committee would continue to play a role in the development of vocational technical education policy in the City in two significant ways:

1) the public school budget of the Madison Park/Humphrey Center would be allocated by the School Committee, and,

2) the School Committee would select one of its members to sit as its representative on the newly empowered Governing Board for the Madison Park/Humphrey Center.

There are several general rationalizations for this suggested structure. This governance model can provide vocational technical education at the Madison Park/Humphrey Center with an adequate level of prioritization; it provides a decentralized, school-based management framework that will

allow decision-making to take place close to the students, parents, and teachers. This governance option also provides a system of direct accountability for vocational technical education due to the existence of a Body that can be held responsible for major decisions at the Madison Park/Humphrey Center. Rather than relying on the whims of decision-makers who may not prioritize vocational technical education in Boston, or who may be too far removed from contact with the students, parents, teachers and staff at the Madison Park/Humphrey Center, this model allows decision making at the school base site. This structure allows the appropriate administrators at the Madison Park/Humphrey Center to exercise initiative and creativity in responding to any weaknesses of vocational technical education in Boston. In turn, the Governing Body can directly hold accountable administrators and teachers for their decisions and actions at the Madison Park/Humphrey Center.

A Governing Body appointed by the various interests as noted above, could also mold the political and community support and outreach necessary for the growth and acceptance of vocational technical education in Boston. The Governing Body would ensure that Madison Park/Humphrey serves not only youth in school during the day, but also youth out of school, as well as adults, during evening hours.

The Governing Body would have the authority to negotiate with

federal, state, city, and private agencies in order to increase the resources that may be available to the Madison Park/Humphrey Center. Such a Governing Body would have the authority and mandate to attract support, resources, and develop collaborative programs with institutions like Roxbury Community College, Northeastern University, Wentworth Institute, and Massachusetts Institute of Technology.

The Governing Body would be held responsible for ensuring that the teaching and administrative force reflect the racial and ethnic diversity of the student population and the city within the legal framework and policies established by the Boston School Committee and State Board of Education. The Governing Body would establish academic and supportive services guidelines and priorities for the management of the Madison Park/Humphrey Center. It would be responsible for evaluating administrators and teachers, and for developing strong linkages with external institutions.

This Governing Board should work closely with the Madison Park/Humphrey Center's General Advisory Committee. In order to strengthen this Advisory Committee we propose some changes to accompany the appointment of a Governing Board. The current General Advisory Committee of the Madison Park/ Humphrey Center should be:

a) restructured with a new membership, and,

b) restructured with a different composition of membership.

The composition of the General Advisory Committee for the Madison Park/Humphrey Center should reflect to a much greater degree than is currently the case the range of neighborhood and community-based organizational interests that are directly and indirectly linked to vocational technical education; emphasis should be placed on seeking membership from area community-based organizations. This could result in stronger linkages between the Madison Park/Humphrey Center and external community institutions and programs, but it also facilitates linking the educational needs of both adults and youth served by vocational technical education. The membership of the General Advisory Committee should also be composed of individuals who are willing to actively participate in meetings; many current members have spotty attendance records. The General Advisory Committee should meet quarterly in order to improve attendance and continue to assist in setting policy and developing a management framework that reflects the input of the Program Advisory Committees for the Madison Park/Humphrey Center.

Programmatic Recommendations

Surveys and studies at the national and local level conducted over a long period of time have allowed policy makers and practitioners in vocational technical education to identify the essential factors for the development and implementation of quality and effective vocational technical education programs. The Governing Body would be responsible for keeping abreast of national and international economic and technological developments and changes that may impact on vocational technical education.

The National Center for Research in Vocational Education has described some of the "Preliminary Components for Exemplary Vocational Education Programs," including,

Strong administrative leadership
Sufficient financial support
Staff development
Continual program evaluation
Individualized curriculum modifications
Integration of academic and vocational curricula
Appropriate instructional settings
Cooperative learning experiences
Accurate assessment of individual's vocational interests
Instructional support services
On-going career guidance and counseling
Family/parent/community involvement and support
Interagency cooperation and collaboration
Work experience opportunities
Job placement services
Follow-up and tracking of graduates and non-graduates

Challenges for effective vocational technical education in Massachusetts were identified at a major conference in

October 23-24, 1986. This Conference, "Vocational-Technical Education in Massachusetts: Preparing for the 21st Century," listed the following challenges facing vocational technical education educators statewide:

financing innovation and change
improving image
coping with changing technology
staffing
keeping curriculum current
strengthening academics
serving diverse populations
identifying roles for the private sector
improving coordination

A Governing Board representing various constituencies with an interest in vocational technical education could develop the capacity to mold programs that reflect the above components for excellence, and represent effective responses to obstacles to effective vocational technical education.

There are specific programmatic recommendations that the Governing Board should investigate for implementation in a timely manner. The programmatic recommendations listed below are based on input from numerous individuals, local groups, and national organizations regarding ways to strengthen vocational technical education in Boston. The report will merely list briefly some of the recommendations that have been offered; but it should be again emphasized, that <u>whether or not these ideas are considered and implemented effectively is dependent on resolution regarding the broader governance recommendations described above</u>.

1) The acquisition of basic skills through active learning should receive priority consideration in the delivery of vocational technical education; this should occur early, at the beginning of a vocational technical education program. This will require diagnostic testing and assessment of learning styles during the summer before entry into the Madison Park/Humphrey Center. This means that a greater and more effective utilization of the Assessment Center at the Madison Park/Humphrey Center should be planned. Also, expert teachers in remedial education should be used as team members with vocational technical educators. There may be special federal funding available for this kind of curriculum innovation. Assistance with learning and mastering English should also be readily available for students.

2) A series of professional development seminars should be planned with, and offered to vocational technical educators; such workshops should be available to all teachers at the Madison Park/Humphrey Center.

3) "Two Plus Two" articulation and collaborative programs between the Madison Park/Humphrey Center, and other institututions of higher education, but especially Roxbury Community College, should be expanded.

4) Courses related to modern technology should be introduced on system wide basis beginning in the elementary school levels.

5) The Madison Park/Humphrey Center should establish an economic cooperative for high performing students to market their skills collectively.

6) Academic subject matter, as well as "higher-order thinking skills," and problem solving and public service should be integrated in the teaching of vocational technical education courses; the growing literature and research on this topic should be made available to the teaching staff of the Madison Park/Humphrey Center. Teachers should be trained on how to implement these kinds of pedagogical innovations in their classrooms.

7) The Madison Park/Humphrey Center should plan and develop a pre-engineering program for interested students, and also recruit students from Boston Technical High School.

8) Any student wishing to enroll in vocational technical education should be allowed to attend the Madison Park/ Humphrey Center.

9) The Madison Park/Humphrey Center should be utilized, and made available for part-time and evening programs. Community based organizations should hold academic preparation, and vocational technical training activities at the Madison Park/Humphrey Center.

10) Establish an employment opportunities office for the city, at the Madison Park/Humphrey Center. This Office could sponsor small group discussions, and help to establish mentoring activities, as well. This Office would also plan a tracking and contact system for students who drop out, leave, and graduate from the Madison Park/Humphrey Center.

11) Sponsor an "Annual Vocational Technical Education Fair" where students can exhibit their work, and win awards and public recognition.

12) Sponsor a variety of part time, evening, and summer programs and activities to keep Madison Park/Humphrey Center students involved year-round with their education and training; visits to college and university sites should also be planned and implemented.

13) Introduce a required humanities module that would make all students aware of the contributions of different groups of people to the world of science and vocational technical education. Part of this recommendation would also include opportunities for teachers and students to communicate outside the shop, laboratory, or classroom on a broad range of social topics facing the nation.

14) Sponsor student and teacher visits to work sites that reflect utilization of the skills that they are learning, or may be interested in pursuing; this would also include trips to see the world of vocational technical education at places like Northeastern University, Wentworth Institute, and the Massachusetts Institute of Technology.

15) Supportive and counseling services should be expanded considerably. This must include opportunites for recreational and sports education.

16) An on-going system for evaluating the curriculum, student progress, and effects of school changes should be a major role for the management of the Madison Park/Humphrey Center. This activity can be internally-based, or contracted out to an appropriate agency, or institution of higher education.

17) The General Advisory Committee to the Madison Park/ Humphrey Center should have assigned to it, staff and secretarial assistance for logistical support from the regular school staff.

18) Appoint an Advisory Committee to identify potential Black, Latino, and Asian-descent vocational technical education teachers. This Advisory Committee should identify sources for such teachers, develop a promotional campaign, and determine how to increase the number of Black, Latino, and Asian teachers at the Madison Park/ Humphrey Center.

19) The range of federal government grants that the Madison Park/Humphrey Center could seek in order to plan and implement curriculum and personnel innovations should be investigated; a grants manager should be directed to pursue private, foundation, and additional federal funds for innovations in vocational technical education at the Madison Park/Humphrey Center.

There may be other ideas and proposal that if implemented effectively could serve to enhance the quality of vocational technical education in Boston. But again, unless there is a governance system that allows the leadership of the Madison Park/Humphrey Center to act upon these recommendations, and a governance system that allows for the pooling of resources based in community, labor, business, government, and higher education, the best ideas may come to naught. A new governance structure for the Madison Park/Humphrey Center must prioritize vocational technical education, it must allow for decentralized, school-based decision making, and it must be able to lodge accountability in some Body of concerned citizens.

Appendix A

Members of the Advisory Committee

Loretta Roach	Citywide Education Coalition
Charles Diggs	Veterans Training Program, UMASS/Boston
Al Shaw	Madison Park/Humphrey General Advisory Committee
Luis Prado	Alianza Hispana
Jaime Talero	Oficina Hispana
William Fletcher	Community Task Force on Construction
Eugene Newport	Dudley Street Neighborhood Iniative
Marilyn Wu	Center for Community Action
Meizchu Lui	Boston City Hospital
Evonne King	Women's Industrial Union
Sunni Brent	Federation of Black Directors
Joseph Nigro	Boston Building Trades Council
Bettye Robinson	Massachusetts Black Legislative Caucus; and V. President, NAACP
David Knowles	Dorchester Community Development Corp.
James Green	Labor Studies Program, UMASS/Boston
William Thompson	Roxbury Community College
Walter Howard	Roxbury Community College
Jemadari Kamara	College of Public and Community Service, UMASS/Boston
Ann Amado	Parent, Madison Park/Humphrey Center
Gail Wilson-Yarde	Counselor, Madison Park/Humphrey Center
Marian Darlington-Hope	Board of Regents

Appendix B

Participants in Workshops, Panels, and Meetings with Project Personnel

Julio Henriquez	Boston Public Schools
Chuck Turner	Center for Community Action
Luis Fuentes	Univ. of Massachusetts/Amherst
Linda McGregor	Boston Partners in Education
James Hyman	Social Policy Research Group
La Rose Jenkins	Mass. Black Legislative Caucus
Paul Weckstein	Center for Law and Education, Washington D.C.
Carl Lewis	Office of State Senator Bill Owens
Ernest Dodson	Boston Youth Division Project
Thomas Giachetto	Madison Park/Humphrey Center
Ted Landsmark	Office, Jobs and Comm. Develop.
Walter Howard	Pres., Roxbury Community College
Lloyd King	Roxbury Action Program
Luis Elisa	NAACP
Gloria Fox	State Representative
James Fraser	University of Massachusetts/Boston
Don Muhammad	Minister, Nation of Islam
Jeannie Taylor	Roxbury Comp. Comm. Health Clinic
Nathaniel Askia	First, Inc.
Miren Uriarte	Gaston Institute, UMASS/Boston
Richard Fields	Franklin Institute
Ed Doherty	Boston Teacher's Union
Therese Alston	Dept. of Education
Frank Llamas	Dept. of Education
Judy Burnette	Mayor's Office, Boston City Hall
John O'Bryant	Boston School Committee
Jim Grande	Former Member, Board of Education
Laval Wilson	Former Supt., Boston Public Schools
Nelson Colon	Puerto Rico Community Foundation
Jean McGuire	Boston School Committee
Rita Walsh Tomasini	Boston School Committee
Kenton Williams	Health and Human Services
Ellen Guiney	Education Advisor, Mayor's Office
Martin Liebowitz	Mayor's Office
David Corteilla	Mayor's Office
George B. Cox,	Black Educator's Alliance of Massachusetts (BEAM)
Diana M. Jones	Madison Park/Humphrey Center
Jim Watson	Madison Park/Humphrey Center
Larry W. Faison	Public School Teacher, BEAM
Roberta Owens-Jones	Public School Teacher, BEAM
Helyn A. Hall	Public School Teacher, BEAM
Al Butters	Madison Park/Humphrey Center
Doris Bunte	Boston Housing Authority
Al Shaw	Tectonic Management

Joan Wallace Benjamin	Urban League/Member, Board of Education
Kwamel Nuri	Roxbury Youthworks
Kathleen G. Fratus	Madison Park/Humphrey Center
Cheryl Holmes	Exec. Office of Admin. and Fin./Minority Set-Aside Program
Larry DeSalvatore	Roxbury Youthworks
Willett Johnson	Asst. Principle, Springfield Public School Department
Miranda Gethers	Student, Madison Park/Humphrey Center
Tyrone X. Williams	Student, Madison Park/Humphrey Center
Robert Lane Pitts	Student, Madison Park/Humphrey Center
Ana Mangual	Machinists Action Project
Charles Benson	National Center for Research in Vocational Education
Mary Cross	National Center for Research in Vocational Education
Israel Scheffler	Harvard University
Vernon Howard	Harvard University
Shirley Owens Hicks	State Representative
Byron Rushing	State Representative
Ray Jordan	State Representative
Augustus Grace	State Representative
Patrick Walker	Staff, City Councilwoman Rosario Salerno
Rosario Salerno	Member, City Council
Al Jenkins	Supt., Washington D.C. Public Schools
Tunney Lee	Prof. of Urban Studies, MIT
Martin Kilson	Harvard University
William Owens	State Senator
Gary Roybal	American Vocational Education Association/Minority Affairs Comm.
Robert Blumenthal	State Dept. of Education, Legal Office
Abigail Slayton	Mass. State Council on Vocational Education
Charlotte Kahn	Boston Urban Gardeners/Humphrey Center General Advisory Committee
George Joe	Chinatown Neighborhood Council/Humphrey Center General Advisory Committee
Larry Rosenstock	Harvard University, Center for Law and Education
William Thompson	Roxbury Community College
Calvin Hicks	Roxbury Community College
Sandy Blake	Cambridge Rindge and Latin H.S.

Appendix C

Perceived Weaknesses of Vocational Technical Education at the Madison Park/Humphrey Center

Low teacher morale

In the absence of hard data regarding this matter, one can only report apparent perceptions and make judgments based on informal discussions and meetings; based on such measures it can be stated however, that this is a major problem at the Madison Park/Humphrey Center. The teaching staff, generally speaking, seems at the point of burn-out; they feel battered and do not believe they have the adequate resources to meet their professional challenges. There are very little opportunities for the professional development of the teaching staff and administrators. This is crucial in an area like vocational technical education; quality here means, in part, staying abreast of technological developments in one's career. Faculty must be kept challenged, and stimulated about what they teach, and to whom they are teaching.

Low number of minority teachers and counselors at the Madison Park/Humphrey Center who could serve as role-models for Black, Latino, and white students

There are relatively few Black, Latino, or Asian teachers in the Madison Park/Humphrey Center; currently there is only one Black vocational counselor, and one Hispanic vocational counselor. This presents problems for a student body which is primarily Black, and increasingly Latino. It is a problem that must be addressed if Black, Latino, and white students are to be served effectively. Black and Latino role models are critically important for all students at the Madison Park/Humphrey Center.

Lack of strong and consistent contact and linkages with community-based organizations

Although some communication exists between the Madison Park/Humphrey Center and surrounding community based organizations, a perception is that such linkages are sporadic. The range of activities also do not reflect the importance of this kind of linkage. Currently, there are little effective channels for community based organizations to provide input into the policies of the Madison Park/Humphrey Center, or seek technical assistance, or share information about similar clienteles.

Vocational education is not prioritized within the Boston Public School system

Indications are that vocational technical education is not treated as seriously as is non-vocational education public schooling in the city of Boston. The "second class" status of the Madison Park/Humphrey Center is reflected in various ways. In the current fiscal year, for example, administrative positions at this high school were cut to a far larger extent than at any of the other high schools in the city. Despite the unique mission of Madison Park/Humphrey Center, the Headmaster must report to a deputy superintendent, rather than the superintendent. And the Boston School Committee spends very little time or attention on the issues confronting the Madison Park/Humphrey Center. According to a study by the Citywide Educational Coalition to find out how many times vocational technical education was discussed in a focused way by the Boston School Committee, it was discovered that this occured only six times between May 1988 and June 1990. (See Appendix D).

Another related problem in this area is the minimal attention on the part of Boston public school guidance counselors regarding opportunities related to, and potential of vocational technical education for career advancement. This is not a problem of guidance counselors, however, but rather the messages and information provided to this sector. One study shows that the role of guidance counselors in recruiting for vocational technical education may be non-existent; it was reported in the "Survey of Massachusetts High School Students," for instance, that only 15% of all vocational technical education students in Massachusetts chose this academic program of study due to influence of the guidance counselor. Most students chose vocational technical education due to a prior interest. In various ways vocational technical education is the "step-child" of public education in this City, thus guidance counselors may only be reflecting the posture of the system and its leadership.

Lack of resources, but more importantly, lack of control over how resources are utilized

Although there was some concern expressed regarding the lack of up-to-date equipment, and adequate personnel resources to support the student body, the major complaint in this area seems to have been lack over control of resources that do come into the Madison Park/Humphrey Center. The total budget of the Madison Park/Humphrey Center in 1988 was approximately 15 million dollars. Many felt that this kind of budget is not being utilized in the most opportune and pedagogically effective ways.

Inability of the General Advisory Committee to provide consistent leadership and direction

Several individuals expressed concern that the General Advisory Committee is ineffective in providing leadership; meetings have been described as focusing on minutae, rather than on broad policy innovations; attendance, except for a handful of individuals, is spotty; some members have never attended a meeting; concern was expressed about the particular composition of the General Advisory Committee.

There is also much confusion regarding the statutory regulations for the operation of the General Advisory Committee. The current practices of the General Advisory Committee may not be in compliance with Massachusetts General Law, Chapter 74, Section 6, adopted by the Massachusetts Board of Education on June 28, 1977. Program Advisory Committees, for example, are to be appointed by the School Committee and meet at least semi-annually; the General Advisory Committee, should be appointed by the School Committee, and is required to meet with the School Committee at least once a year. Furthermore, it "shall be the responsibility of the General Advisory Committee to advise the school committee or board of trustees, based on adequate and timely information, as to the planning, operation and evaluation of vocational instruction provided by programs under its control." It is not clear that this has been carried out in a consistent manner.

Lack of strong linkages with Roxbury Community College

Although some activities between this community college, and the Madison Park/Humphrey Center do take place, generally there is a lack of consistent, and institutionalized relationship between these two educational organizations. According to a report on articulation agreements between community colleges and vocational education high schools, "Commonwealth Connections: An Inventory of Inter-System Vocational Education Agreements," Roxbury Community College had but one articulation agreement with the Madison Park/Humphrey Center as of Spring 1989; it was stated in this report that Roxbury Community College was in the process of developing articulation agreements in media/arts technology, power mechanics technology, and dental assisting.

Very important ideas have been expressed by the President of Roxbury Community College, as well as the Headmaster of the Madison Park/Humphrey Center, but an institutionalized mechanism at the high school, for expanding both articulation and collaboration with Roxbury Community College should be encouraged.

There are many kinds of technical assistance that Roxbury Community College could provide to the Madison Park/Humphrey Center, including the possibility of serving as a gateway to advanced technical and scientific education for Madison Park/Humphrey Center graduates to attend universities like MIT, Harvard, Northeastern, and others.

There is little attention evident in the Boston School Department regarding the importance of data collection, analysis and interpretation regarding economic and demographic trends, and its implications for vocational technical education. This is an area where Roxbury Community College as partner with other higher education institutions can provide such information to the Madison Park/Humphrey Center for purposes of more effective planning.

Relationships with unions are not as strong as is possible

Unions perform a critical role for Boston, and the regional economy. Several leaders of the labor and union community expressed frustration at the quality of education at the Madison Park/Humphrey Center. A common complaint of unions and community based organizations is that the Madison Park/Humphrey Center is not utilized at full capacity during hours when these two sectors serve their clientele. Communication and planning regarding the operating hours of the Madison Park/Humphrey Center should be coordinated between these three sectors.

Aspects of the curriculum not in compliance according to State regulations

A 1989 review study conducted by the State Department of Education discovered that only ten of thirty one programs were in compliance with state curriculum regulations; this report confirmed the concerns of many who had been critical of the quality of education at the Madison Park/Humphrey Center.

The teaching of basic skills has to also be improved radically at the Madison Park/Humphrey Center. Students at this school must be equipped with basic learning tools; this requires periodic assessment and diagnostic testing, and follow-up with appropriate supportive services.

Support and expansion of bilingual education and services are not a priority

This problem requires much attention given the growing numbers of Latinos, Asians, and other groups in Boston; these groups tend to be among the poorest in the city and would benefit with adequate access to quality vocational technical education programs at the Madison Park/Humphrey Center. Bilingual para-professionals were cut from the staff of the Madison Park/Humphrey Center as reported by the Mayor's Office on December 12, 1988. This was not a decision made by the leadership of the Madison Park/Humphrey Center but rather by the Boston School Department. Bilingual para-professionals and support staff can perform an important role in linking the clientele served by the Madison Park/Humphrey Center and community based organizations.

Lack of adequate level of parental participation and input in molding the direction of the Madison Park/Humphrey Center

The resources that parents represent are not being tapped fully by Madison Park/Humphrey Center personnel and teachers. Many parents interviewed would be willing to send their children to the Madison Park/Humphrey Center if they believed that a quality education was being offered. They have specific ideas about making this happen; but they have no mechanism to provide direct input into the policies, and direction of the Madison Park/Humphrey Center. Some of the parents who do have young people in the Madison Park/Humphrey Center expressed dissatisfaction with the quality of schooling, the lack of supportive services, and some teachers who are perceived as hostile to Black students.

Enrollment patterns do not reflect maximum utilization of the Madison Park/Humphrey Center facilities and its programs

There is a perception that the Madison Park/Humphrey Center is not utilized to full capacity. The June 1990 student enrollment in 30 vocational technical education programs at this high school is only 1,187. The building was originally designed to accomodate 3,000 students. There are indications, however, that enrollment for this public school is beginning to increase; the school has attracted the largest number of student applicants (2,577) for 1st, 2nd, and 3rd. choice for the Fall 1990 semester. Many reasons have been offered for past periodic low enrollments, including the argument that Black parents do not want their children to attend a vocational technical education school, or that court orders force seats to go unfilled. In order to continue to encourage increasing enrollment these issues should be examined carefully and fully.

A State Department of Education study of enrollment capacity utilization at the Madison Park/Humphrey Center on January 12, 1987, reported that the following areas had less than an 80% capacity utilization at that time: Legal Office Procedures, Word Processing, Medical Secretary, Adv. Office Procedures, Data Processing, Banking, Food Service, Retailing, Cosmetology, Baking, Hotel/Hospitality, Heating and Ventilation and Air Conditioning, Carpentry, Building Maintenance, Electrical Technology, Commercial Design, Machine Drafting, Printing, Photo Technology, Printing, Illustration/Advertising, Television Production, Dental Assistant, Health Aide, Health Lab Skills, Medical Office Assistant, Nursing Assistant, Autobody Repair, Machine Lab, Sheet Metal Lab, Welding Lab, Electronics Technology, Auto/Truck Repair, Marine/Small Engine Repair.

Appendix D

Review of School Committee Agendas for Discussions on Vocational Education, May 1988 to June 1990

December 13, 1988

School Committee approves revision of Boston Education Plan vocational technical education section to strengthen curriculum, management, career guidance, staff development and marketing. Members argued that vocational technical education students need more rigorous academic requirements.

June 27, 1989

School Committee fails to approve a 7-period day at the Hubert Humphrey Occupational Resource Center.

July 25, 1989

School Committee approves creation of a middle-school vocational technical education prep program at Madison Park/Humprhey Center for 300 students; votes to change vocational technical education graduation requirements: 7-period day, week in/week out schedule, reduce math requirement from 4 to 2 years and add 3 years of related theory.

October 27, 1989

School committee allows trade unions to use Madison Park/Humphrey Center for apprenticeship training programs after Superintendent Laval Wilson barred them because they did not include enough Boston public school students.

March 27, 1990

School Committee voted to close the Madison Park/Humphrey Center middle school vocational technical education prep program.

June 5, 1990

School Committee votes to keep the Cape Verdean bilingual vocational technical education cluster at Madison Park/Humphrey Center.

Appendix E

Index of Boston Globe Articles on Vocational Education 1980 to 1989

March 28, 1989: "State report raps Boston on quality of vocational education"

March 23, 1989: "Future needs high-tech skills for all jobs"

March 23, 1988: "Business invests in education"

October 13, 1988: "State education board sets priorities for year"

September 27, 1988: "Making English useful"

September 15, 1988: "Aid for handicapped"

August 22, 1988: "In house training tops for skilled workers"

August 11, 1988: "Vocational education examined"

June 27, 1988: "Jobs education in Hub may get change at helm"

June 17, 1988: "A fresh start at better jobs"

May 15, 1988: "Humphrey vocational center's promise fades"

May 6, 1988: "State's voc-ed efforts earn a failing grade"

January 31, 1988: "Legislature funds vocational ed, teachers"

January 20, 1988: "Jobs plan a response to current troubles"

September 26, 1987: "Rehab agency's goal"

August 23, 1987: "Basic training pays dividends in new jobs skills"

August 22, 1987: "Young people get a jump on job world"

July 25, 1987: "Mayor to propose two job training plans"

April 28, 1987: "State says Boston fails on voc ed"

January 16, 1987: "Foes charge official runs school like a fiefdom"

January 15, 1987: "Touted voke school beset by questions"

March 29, 1987: "Electrical Contracting Industry offers scholarships"

June 11, 1987: "Humphrey Center provides job opportunities"

July 14, 1986: "Worcester job agencies pool resources"

May 26, 1986: "School board merges Madison and Humphrey"

May 12, 1986: "N.H. course trains women tech teachers"

May 11, 1986: "Vocational education students keep shop journals"

January 26, 1986: "Voke ed schools face competition"

October 27, 1985: "State's voc ed programs reflect nation's"

September 29, 1985: "New voc school panel ignites a rivalry"
September 4, 1985: "On vocational education"
August 29, 1985: "State Board files integration plan for vocational education"
June 30, 1985: "Report assails Vermont's job training program"
May 5, 1985: "It's time for Boston to rethink vocational education"
January 16, 1985: "Aid for displaced homemakers"
June 23, 1984: "Program for Hispanics faces uncertain future"
January 8, 1984: "Vocational training, the old saws don't apply anymore"
January 1, 1984: "Director named in N.H. for vocational education"
June 26, 1983: "City and school cooperate in voc ed program"
April 4, 1982: "Firms fostering career development"
May 25, 1981: "New voc ed alert to workplace changes"
September 30, 1980: "Help wanted, help needed"
September 7, 1980: "Hopes, fears pinned on ORC opening"
September 7, 1980: "ORC looked upon as flagship of a reviving school system"
July 6, 1980: "Voke school study challenged"
June 15, 1980: "Voke training labeled a failure"
June 2, 1980: "Remaking occupational education"